People, Population Change and Policies
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People, Population Change and Policies

Lessons from the Population Policy Acceptance Study Vol. 1: Family Change
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Chapter 1
Introduction

Charlotte Höhn

Abstract This introductory chapter deals with the following aspects: First of all, it provides the background for the present two volumes, thereby presenting at the beginning a precise description of the demographic situation in Europe as the imper- tus for our book and the DIALOG Project as a whole. Then an overview of previ- ously published studies on population-related issues is given. The comparable and competing results of the latter and their relevance for the surveys carried out in the Population Policy Acceptance Study (PPAS) and for the present book are explained. Secondly, the aim, structure, general objectives and organisational aspects of the DI- ALOG Project, of which the PPAS is the cornerstone, are presented. The third and last part of this chapter deals with the structure and the content of the two volumes.

Keywords: Demographic situation · Population Policy Acceptance Surveys · DIALOG Project

1.1 State of the Art

1.1.1 The Demographic Situation and the Challenge Which it Poses

Virtually all the industrialised countries have witnessed marked demographic change since the 1960s. Fertility fell below replacement level, leading to demographic age- ing and population decline, in conjunction with increasing life expectancy. While population decline has been and can continue to be mitigated by international im- migration, demographic ageing remains a prominent phenomenon. The UN Study on “Replacement Migration” (UN 2000) illustrates options as to maintaining pop- ulation size and the size of the working-age population, or to halting demographic
ageing, albeit this latter option is rather theoretical. The example of Europe serves to illustrate this.

The 47 countries which make up Europe according to the UN definition had a population of 728 million in 1995. The total fertility rate (TFR) for this Europe declined from 2.6 births per woman in 1950 to 1.57 by 1990–1995. Life expectancy at birth rose from 66.2 years in 1950–1955 to 72.6 years in 1990–1995. Thus, the proportion of the population aged 65 or older has risen from 8.2% in 1950 to 13.9% in 1995, while the potential support ratio (number of working-age persons (15 to 64 years) per person aged 65 years or older) declined from 8.0 in 1950 to 4.8 in 1995.

In the UN’s 1998 medium variant (assuming annual net immigration of 428,000), Europe’s population is expected to decline after 2000, reaching a level of 628 million in 2050, when 27 million persons (4.3%) would be post-1995 immigrants or their descendants. Working-age population would peak in 2010 and start to decline to 364 million in 2050, one-quarter less than the 1995 figure. The elderly population will grow, and the potential support ratio will fall from 4.8 to 2.1 in 2050.

Assuming that 1.8 million migrants came to Europe per year, the continent’s population could be kept constant at its 1995 level. 127 million persons, or nearly 18% of the total population of Europe, would be post-1995 immigrants or their descendants. The potential support ratio would be 2.38 in 2050 (instead of 2.1 in the medium variant).

Annual net migration of 3.6 million would be required in order to maintain the working-age population at its 1995 level. The total population would grow from 728 million in 1995 to 809 million in 2050, accommodating 26% of post-1995 immigrants or their descendants. The potential support ratio would then be 2.62 in 2050.

If the goal were to stop demographic ageing (measured here by keeping the 1995 potential support ratio constant at 4.8), 25.2 million immigrants per year (a total of almost 1.4 billion from 1995 to 2050) would be required. By 2050, Europe’s population would grow to 2.3 billion inhabitants, of whom almost three-quarters would be post-1995 immigrants or their descendants. Such a scenario is hardly conceivable or realistic. It clearly shows the limited effect of immigration on halting population decline and demographic ageing (UN 2000, 79–84).

Demographic ageing therefore remains a political and societal challenge to ensure that the social security systems continue to provide pensions and health care, including long-term care of the oldest old. With such a need for reform, also the issue of intergenerational solidarity and of fair burdens – sharing among generations – are evoked and are at stake.

Low fertility is accompanied by lower propensities to marry or remarry and an increasing incidence of divorce. Living alone, or living with a partner in a consensual union, or remaining in the parental home, has become very popular among the younger generations in Europe. Family-formation is delayed and eventually even discarded. Age at first marriage and at first birth, as well as childlessness, are all on
the increase. The most frequent family form among the middle-aged generations still comprises two (married) parents and two to three children. However also couples, be they married or cohabiting, are remaining childless more frequently. And because of divorce or separation of the parents, an increasing number of children are living with a lone parent, mostly their mother, occasionally also in a reconstituted family with a stepparent. Family forms and living arrangements are undergoing profound change and diversification.

Also the living arrangements of the elderly are changing. Among the elderly of today, most men are still married, while women (being typically younger than their husbands and having a higher life expectancy) are frequently widows. Only a small fraction of the elderly lives in old-age homes or in nursing homes. Three- or more generation households have become rare. Having said that, the generations of a family are often in close contact and live at short distances, albeit in separate households. Relatively little is known about such actual family ties among generations since official statistics are based on the principle of co-residence of household members. This should also been born in mind when looking at 1-person-households of younger persons; in addition, quite a number of “living-apart-together (LAT)” – arrangements are statistically not visible.

With increasing childlessness, divorce and separation, and as the numbers rise of those who opt not to marry at all, the living arrangements of the future elderly will change. The future elderly will much more frequently live in one-person households. Mutual support in informal networks (friends, neighbours) or formal support (nurses, doctors, hospitals) will have to step in if family support is not forthcoming.

Demographic change hence entails numerous challenges to society, social policies and every individual. In political terms, demographic change has the advantage of developing slowly over decades (or generations), thereby allowing time to react and adapt to the evolving ageing of the population. Policy-makers will have to know citizens’ attitudes and expectations towards having children (What is people’s desired fertility? What can policies do to support these desires? Where are the constraints?), as well as citizens’ attitudes and expectations with regard to their preferred living arrangement in old age (How long do they want to be economically active? What standard of living do they expect? What do they expect from their own children or grandchildren, from their partner?). This knowledge can help tailor reform policies to what the populace wants and adjust to demographic change.

Policy-makers may also wish to know whether and how it is possible to halt demographic ageing. As already mentioned, immigration does not contribute greatly to achieving such a goal, if this is indeed desirable. The main reason is that immigrants are ageing too, and in the future will lay claim to vested rights in terms of pensions and old-age security just like the resident population. Therefore, the only demographic solution to the demographic challenge would be to increase fertility. The question of whether it is possible to increase fertility requires at least some advice from demographers, but certainly also has to consider the views and expectations of the citizens concerned.
1.1.2 Studies on Demographic Change and the Impact of Population-related Policies

We aim below to assess the state of the art before the inception of the DIALOG Project. We are looking into studies that analyse the possible interactions between demographic change and policies related or relevant to such change.

Demographic change and its policy implications will be discussed in view of

- studies on low fertility and related policy measures
- studies on family forms, living arrangements and related policy measures
- studies on gender relations, demographic change and related policy measures, and
- studies on demographic ageing, intergenerational solidarity and related policy measures.

1.1.2.1 Studies on Low Fertility and Related Policy Measures

Studies relating to the determinants and consequences of fertility decline could easily fill a whole library. A comprehensive study is included in “Determinants and Consequences of Demographic Change” by the United Nations (1973). An effort to revisit the issue is offered in Höhn and Mackensen (1980).

Theoretical approaches to understand fertility decline can be broken down into

- economic theories,
- sociological theories,
- psychological approach,
- ideational and value change,
- gender perspective, and
- proximate (demographic) determinants.

An excellent recent overview of these different approaches (and their most influential proponents) is provided by Dirk van de Kaa (1996) in his article on “Anchored narratives: The story and findings of half a century of research into the determinants of fertility”. These approaches cover historical and contemporary situations all over the world. Van de Kaa also critically discusses so-called grand theories of fertility decline, which aim to combine the theoretical approaches of different disciplines, such as the theory (or rather the model) of demographic transition. While it is not possible to fully and definitively explain fertility decline since there are too many factors involved, it has been established in general terms that the trend towards declining fertility is inevitable as societies modernise. It is equally impossible to determine the level where fertility would stop declining. The issue of lowest-low fertility has received more attention since the 1990s.

There are also many studies which focus more on current European issues, namely persistent low and lowest-low fertility. Deserving of mention is, amongst others, Josef Schmid’s study on the background of low fertility, written for the Council of Europe as early as in 1984. The study by Van de Kaa on “Europe’s
Second Demographic Transition” (1987) became a classic, and he wrote his own sequel in 1999. Here, the “grand theory” of demographic transition which was based on historical experience and observation in Europe, leading to a new, stable equilibrium at replacement level (the authoritative study was penned by Coale and Watkins (1986) and considered a model for developing countries) is completely modernised to match observed fertility below replacement level in contemporary Europe. Van de Kaa’s diagnosis is persistently below replacement fertility due to changing partner and gender relations, new living arrangements which focus on couples and singles against a background of affluence, individualisation and progressive values.

Lowest-low fertility emerging in Southern Europe and in the Central and Eastern European countries in transition in the 1990s is studied, inter alia, by Golini (1998) and Kohler (2001) and Kohler et al. (2002). Kohler explains postponement of family formation by pointing to the precarious economic circumstances faced by younger generations, diffused by peer orientation and aggravated by higher lifestyle expectations. Empirical evidence on such expectations is not collected in a comparative way.

There are few studies on low fertility and related policy measures, obviously pronatal in nature in a European context. The bulk of studies on fertility and related policies address developing countries, and aim to foster fertility decline by introducing family planning programmes, and through female empowerment, education and development. It still seems to be much easier to enhance fertility decline than to promote a rise in fertility. Given that the desired number of children in Europe usually does not surpass two children, and that the decision on the number and spacing of children is a basic human right, the legitimacy of state intervention is limited to creating opportunities to have the number of children desired by couples and individuals.

Among the few studies on the possibilities and limits of pronatal policies, we should mention Anne Gauthier (1996), Künzler (2002), McDonald (2002) and Demeny (1987, 2003). They are theoretical in nature insofar as they do not rely on survey data as to the expectations of (potential) parents. Such survey data have become outdated, given that they date from the early 1990s (Kamaras et al. 1998). They indicate a rather limited effect of pronatal policies on having a child. Monetary benefits seemed to have a greater impact on the timing of a (desired) child than additional childcare arrangements. The more recent (theoretical) discussion claims that policies helping to combine work and family by offering more childcare facilities are preferred.

1.1.2.2 Studies on Family Forms, Living Arrangements and Related Policy Measures

Studies on family forms and living arrangements as such are the domain of family sociology. They belong to family demography as soon as they deal with family formation (the birth of a first child), family expansion (the birth of further children), the impact of marriage or cohabitation on fertility, family dissolution (divorce or
separation or death of a parent) or the joint analysis of the family life cycle. Here we will limit our overview to studies falling within the purview of family demography.

Studies on family formation and the impact of marriage or cohabitation on fertility have become more numerous both from a theoretical approach (Becker 1981; Bongaarts, Burch and Wachter 1987; Roussel 1989) and in an empirical perspective (Palomba et al. 1998; Klijzing and Corijn 2002; Pinnelli et al. 2001), based on survey data which became available in the 1990s.

While in 1981 Becker develops the economic analysis of family formation, marriage and divorce with microeconomic tools, Roussel writes a sociological analysis of the “uncertain family”, inspired by the considerable demographic change that has been observed since the mid-sixties. The demography of the family from a formal perspective with multi-state family life tables, the analysis of several generations and persons of different ages forming a family, the living arrangements of children in different family forms, and the analysis of the family life cycle, are brought together in a manual edited by Bongaarts, Burch and Wachter (1987).

The empirical analysis of the Family and Fertility Survey demonstrates in a comparative perspective the greater importance attaching to marriage for fertility than in couples cohabiting. The emergence of “new” living arrangements, of living as a single person or as an unmarried couple, is accompanied in most countries by lower fertility. Being married is no longer the unchallenged living arrangement among adults, although it remains the dominant family form in most countries. Divorce and separation are also on the increase, and are boosting the number of monoparental families, mostly of mothers. While living as an unmarried parent is frequently a transitory phase in life, it often jeopardises the opportunity and preferred environment to achieve desired fertility.

Studies on family forms, living arrangements and related policy measures rarely deal with the impact of divorce laws on the family, but usually on family formation. In that respect, we refer to the studies on the efficacy of pronatal policies already mentioned above.

1.1.2.3 Studies on Gender Relations, Demographic Change and Related Policy Measures

Studies on gender relations, their impact on family formation/fertility and marriage/motherhood remained in the feminist domain until the International Conference on Population and Development (ICPD), held in Cairo in 1994. The ICPD Programme of Action stresses the importance of the empowerment of women for development and well-being. Since then, empowerment of women through education and full participation in the labour force, in intra-family decision-making, as well as in all public domains (gender mainstreaming), has ranked very high on the political agenda. It goes without saying that empowerment of women is a political goal in itself. At no point is the implicit goal of reducing family size/fertility mentioned. However, women are also to be empowered to decide on the number of their children with the contraceptive method of their choice – which as a rule means rational planning of the number of births, and hence a reduction. The ICPD
naturally refers to worldwide situations, but its focus and concerns relate more to the less-developed countries.

When it comes to industrialised countries, including Europe, gender relations and fertility and partnership have been analysed by Blossfeld (1995), Mason and Jensen (1995), McDonald (2000), Neyer (2003) and Avramov and Cliquet (2005). There is a desire for equal partnership relationships, the sharing of household chores and of childcare. Policies aimed at enhancing gender mainstreaming and all policies aimed at helping people to reconcile work and family rank high on the political agenda. Empirical evidence of what women really want is scarce, and internationally-comparable surveys virtually non-existent.

1.1.2.4 Studies on Demographic Ageing, Intergenerational Solidarity and Related Policy Measures

Studies are available on demographic ageing and its macroeconomic consequences on the pension system, on health expenditure, health insurance and health care, and on the labour market (Kinsella and Velkoff 2001; OECD 2000; United Nations 1992). The need to reform these systems is widely acknowledged and figures high on the political agenda of many European countries (see also Avramov and Cliquet (2005)).

Much less is known about the attitudes and expectations of the citizens concerned, about their view of the elderly of today, of how they would like to live when they themselves are old, when they would like to retire, what they expect of the State, and what demands they make of their children.

The role of the three- or even four-generation family and its members is not well documented and understood. Official family statistics are based on the household co-residence principle. Although there are not many three- or four-generation households statistically, family members do in fact interact in a very efficient way. Many family members do not live far away from each other, and they support each other on a daily or regular basis. Grandparents look after their grandchildren when the parents are working. Others make generous financial gifts. Emotional support between generations is customary. Long-term care apparently functions well within the extended family. Knowledge on an empirical base is, however, only coincidental and scattered. There is insufficient awareness and appreciation of, and support for, the existence of intergenerational family solidarity, which is nonetheless an important pillar of society.

1.1.3 Conclusions for Further Research such as the DIALOG Project

Marrying and having a child or children are no longer considered “natural” goals of adult life. There are other options such as education, professional career, leisure and sports. Deciding about the number of children and the date of their birth in a free and
informed manner is a basic human right, and consequently any interference on the part of the state into these private choices is rejected. The state (and the economy) is, however, deemed responsible for providing opportunities for families, in particular for the living children. But also the role and the contribution of the older generation in the family context remains important and is likely to increase in the future.

While theoretical and macro-demographical studies on these aspects are available (for a comprehensive overview of studies carried out for the Council of Europe see Höhn 2005), survey data on attitudes, opinions and expectations towards the state and appropriate and desired measures were not available in a comprehensive, timely and comparative fashion. Here, the DIALOG Project is intended to fill major deficits in providing information to policy-makers, academia and the families and individuals concerned. The challenges and tasks are as follows:

- Analyse the current population policy context and impact of changes in demographic behaviour on future policy options regarding the management of change in family formation patterns and demographic ageing;
- Harmonise data and establish an international database on population policy acceptance;
- Analyse results from the Population Policy Acceptance Surveys regarding practices, attitudes and expectations of individual citizens;
- Carry out and analyse results from a Delphi survey in view of evaluating the congruence of policy options brought to the fore by the key policy actors and viewpoints of individual citizens;
- Study fertility intentions and their relation to other life choices of men and women and to policy measures;
- Examine the conflict area of “reconciling work and family” in its diverse dimensions and evaluate the policy measures that were taken to assist families, particularly those implemented in reaction to the partial incompatibility between paid work and family in view of their effectiveness and their gender-specific objectives;
- Study the acceptance of existing and proposed family-related measures in the national context and in a comparative perspective;
- Study the culture-specific significance attached to family relations, children, parenthood and intergenerational solidarity among populations of several European countries;
- Study families’ capacity for caring with regard to the elderly in terms of the perception of needs, identification of the gender perspective and resource persons for care, preferred living arrangements of the elderly and expectations towards public policies in view of one’s own ageing;
- Compare the survey results with some basic data of the surveys which were carried out the early 1990s in some countries participating in this project;
- Propose standards of population-related policy in the field of support provided to families in a life-cycle perspective regarding family formation, partnership relations and care for children and the elderly, and expectations about one’s own old age.
At the policy level, a systematic comparative analysis of the acceptance of existing population policy measures and expectations regarding the future is expected to provide an informed basis for the development of integrated population policies through citizens’ active participation in shaping their own family-related choices in a more family-friendly environment. Dialog between policy actors, citizens’ associations and individuals is expected to promote democratic decision-making processes regarding population policy formation, and to improve governance.

Scientific results are expected to bring about a broadening of theoretical knowledge regarding the impact of population policies on individual behaviour and interaction between attitudes, expectations and behaviour. The results relate both to empirical concerns and to impetus for the verification and construction of theories concerning the relationship between fertility behaviour, intrafamily transfers of resources and care, gender equity and public policies.

1.2 Aims and Structure of the Dialog Project

1.2.1 The DIALOG Project

This DIALOG Project, full title “POPULATION POLICY ACCEPTANCE STUDY – The Viewpoint of Citizens and Policy Actors Regarding the Management of Population-related Change” aims to contribute both scientifically and by advising policy-makers in understanding and addressing low fertility (in the context of changing family forms and living arrangements, stability of couples, and gender relations), as well as aspects of demographic ageing (in the context of intergenerational transfers, living as an elderly citizen, and expectations for old age) in their interaction with population-relevant policies, that is policies with a potential to interact with having children, family life, partnerships, relations with elderly family members and with policies.

Citizens’ viewpoints are captured by Population Policy Acceptance Surveys. The viewpoint of policy actors is collected through a Delphi Study. Both citizens and policy actors are invited to give their opinions on the management of population-related change. In the Delphi Study, policy actors were confronted not only with demographic facts in their respective countries and with desirable political measures, but also with the results of the survey on citizens’ expectations.

The dialogue involved not only citizens and policy actors in this explorative stage, but there was also a dialog between demographers and researchers from institutes in 14 European countries. The questionnaire for the Population Policy Acceptance Surveys had been jointly developed and agreed upon. The data were collected with a sample design which was also comparable and carried out at the expense of the participating countries. Under the DIALOG Project, a common database (IP-PAS) was developed, and, with these data, researchers in different countries joined together to analyse and compare data and to discuss their findings by phone, e-mail
and during consortium meetings. Finally, all the findings were widely disseminated through conferences organised with policy actors, civil society players and the scientific community and published in articles and monographs. Among the conferences, we would like to mention the IUSSP General Conference 2005 in Tours (Studia Demograficzne 2006) and the Ministerial Conference in Stuttgart sponsored by the Robert Bosch Foundation in November 2005 (BiB; Robert Bosch Foundation 2005). This monograph is the major scientific outcome of the DIALOG Project.

1.2.2 Objectives of the Population Policy Acceptance Surveys

The overarching objective of the national Population Policy Acceptance Surveys was to collect data on practices, attitudes and opinions concerning demographic change, fertility behaviour, intergenerational exchange of resources and services, and population-related policies. The surveys aim to capture values and attitudes affecting fertility decisions, perception of the advantages and disadvantages of having children, the meaning of family and parenthood, preferences and aspirations regarding gender roles, work and family, aspirations in life, opinions and attitudes towards the elderly and demographic ageing, the role of government in providing support to families and the elderly.

1.2.3 Work Plan

The study was set up as a three-year research project consisting of nine work packages.

Work package 1 is the project management and co-ordination work package.

Work package 9 deals with the exploitation and dissemination of pertinent results from work packages 2 to 8. Work package 1 and 9 together are run by the co-ordinating institute, the Federal Institute for Population Research in Wiesbaden, Germany.

The study was developed as a strategic policy analysis at three levels:

- Firstly, at the macro level to identify the relevant population policy measures and types and extent of needs that they currently meet;
- Secondly, at the level of formulating policies to identify measures to be implemented in future with a view to addressing problems associated with demographic change;
- Thirdly, at the level of users to better understand the viewpoint, needs and expectations of individual citizens regarding current and future policy measures.

The levels of analysis are interwoven in the scientific procedure, but for operational purposes they are identifiable in specific work packages, namely:

- Work package 4 (General Population-related Policies and Attitudes) largely addresses the first level of analysis. It collected demographic and socio-economic
data and information on the content of population-related policies for each country. The contextual analysis set the stage for the comparative analysis of the interaction between population-related policies and demographic processes. It is a tool for partners to identify between country similarities and differences and general trends at the European level with a view to revealing the relationship between the demographic setting, cultural norms and individual values and expectations towards the state.

- Work package 3 (Delphi Study) largely addresses the second level of analysis by organising the national and European Delphi rounds.
- Work package 2 (International Database), and the Work Packages responsible for thematic comparative analysis of PPAS, namely WP 5 (Gender Issues), WP 6 (Work and Parenthood), WP 7 (Child-friendly Policies) and WP 8 (Intergenerational Solidarity and the Elderly) largely address the third level of analysis. The harmonisation of the national PPAS in an international database obviously precedes the comparative analysis of data. Synthesis Reports prepared by the WP leaders provided descriptive overviews, and are published as Working Papers.

All partners were actively involved in Work Packages 2–8, in particular to provide contributions to these two volumes.

### 1.2.4 Partnership

The composition of participating countries was not coincidental, but followed the existence of national demographic research institutes. Partnership was composed of institutes that either have the mandate or the experience of advising policy-makers in their countries, or international organisations, on population-related matters. In some countries, no partner institute could be persuaded to join. A number of countries does not have such a demographic infrastructure. One condition for joining the DIALOG consortium was to take on a Population Policy Acceptance Survey with funding not covered by EU project finance.

The following list of partners reflects not only the broad geographic coverage of European countries, but also identifies the main responsibilities as partners (in particular the content of the work package (WP) for which the partner is responsible) and the existence of a national Population Policy Acceptance Survey (PPAS) carried out by that partner.

**Partner 1: Federal Institute for Population Research (BiB), Wiesbaden, Germany**

- Management and Coordination (WP 1)
- Exploitation and Dissemination (WP 9)
- PPAS Germany

**Partner 2: Population and Social Policy Consultants (PSPC), Brussels, Belgium**

- International Database (WP 2)
Partner 3: Consiglio Nationale delle Ricerche – Istituto di Ricerche sulla Popolazione e le Politiche Sociali (CNR/IRPPS), Rome, Italy

Delphi Study (WP 3)
PPAS Italy

Partner 4: Vaeestointi ry – Population Research Institute (PRI), Helsinki, Finland

General Population-related Policies and Attitudes (WP 4)
PPAS Finland

Partner 5: Austrian Academy of Sciences – Vienna Institute of Demography (OEAW), Vienna, Austria

Gender Issues (WP 5)
PPAS Austria

Partner 6: Warsaw School of Economics – Institute of Statistics and Demography (ISD), Warsaw, Poland

Work and Parenthood (WP 6)
PPAS Poland

Partner 7: Stichting Nederlands Interdisciplinair Demografisch Instituut (Netherlands Interdisciplinary Demographic Institute) (NIDI), The Hague, Netherlands

Child-friendly Policies (WP 7)
PPAS Netherlands

Partner 8: Centrum voor Bevolkings – en Gezinsstudie (CBGS), Brussels, Belgium

Intergenerational Solidarity and the Elderly (WP 8)
PPAS Belgium

Partner 9: Masaryk University in Brno – Department of Sociology, School of Social Studies (SSS MU), Brno, Czech Republic

PPAS Czech Republic

Partner 10: Estonian Interuniversity Population Research Centre (EKDK), Tallinn, Estonia

PPAS Estonia
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*Partner 11:* Institut za ekonomska raziskovanja (Institute for Economic Research) (IER), Ljubljana, Slovenia

PPAS Slovenia (together with Partner 13)

*Partner 12:* Demographic Research Institute at the HCSO (DRI), Budapest, Hungary

PPAS Hungary

*Partner 13:* Scientific Research Center of the Slovenian Academy of Sciences and Arts – Institute of Medical Sciences at SRC SASA (SRC SASA), Ljubljana, Slovenia

PPAS Slovenia (together with Partner 11)

*Partner 14:* University of Zurich, Institute for Sociology (SUZ), Zurich, Switzerland

Methodological and theoretical advisor

**Subcontracting Partners to the Coordinator were:**

*Beatrice Manea,* Bucharest, Romania
  PPAS Romania

*Vlada Stankuniene,* Vilnius, Lithuania
  PPAS Lithuania

**Associated Partner was Cyprus with**

PPAS Cyprus

**PPA Surveys are hence available for 14 European countries:**

Germany, Italy, Finland, Austria, Poland, the Netherlands, Belgium, the Czech Republic, Estonia, Slovenia, Hungary, Romania, Lithuania and Cyprus.

### 1.3 The Structure of this Publication

This publication is the final scientific outcome of the DIALOG Project. In two volumes, it comprises the contributions made by all the researchers engaged in the project.

Volume I continues with the methodological Chapter 2 by Dragana Avramov and Robert Cliquet, who set up the international database based on the national Population Policy Acceptance Surveys of the participating countries, and provided
an infrastructure to improve methodologies for comparative research in view of data harmonisation, and with Chapter 3, drafted by Marc Callens, on multilevel methods for comparative analyses.

Possible typologies of welfare and population-related policies are proposed by Beat Fux. In this theoretical Chapter 4, Beat Fux endeavours to find suitable typologies in particular for the transition countries in Central and Eastern Europe.

Analysis of the micro-level data from the European comparative PPA Study of attitudes, experiences, preferences and evaluation of policies follows in part II concerning the broad area of family matters.

Facts and opinions on marriage and cohabitation are discussed by Marietta Pongracz and Zsolt Speder (Chapter 5). Ausra Maslauskaite and Vlada Stankuniene assess changes in family transformation in the post-communist countries (Chapter 6). This is one of the few chapters where not all the countries for which data had been collected are dealt with. Given the considerable, largely under-researched differences in demographic behaviour and trends in Central and Eastern Europe as compared to Western Europe, such analysis is welcome.

The value of children is looked at in three contributions, namely by Ingrid Esveldt and Tineke Fokkema (Chapter 7), Irena Kowalska and Wiktoria Wróblewska, who compare value of children with desired fertility and fertility behaviour (Chapter 8) and Tomas Sobotka and Maria Rita Testa (Chapter 9), who concentrate on analysing attitudes and intentions to remain childless, conduct that is so far somewhat less common in Central and Eastern Europe than in Western Europe.

Desired fertility is the general subject of part IV. Christine van Peer and Ladislav Rabušić (Chapter 10) analyse desired and achieved fertility with a view to estimating completed fertility. Kalev Katus, Asta Pöldma and Allan Puur (Chapter 11) contrast fertility preferences with expectations about old age, thereby not only combining two modules of the PPAS, but also looking into the question of whether people are aware of the value of children for their own life course once they have become old.

The role of family policies and of education on intentions to have a first child is examined by Osmo Kontula (Chapter 12).

The reconciliation of work and family life as it relates to the combination between employment, housework and child care is studied in part V. Majda Iltenič and Andrej Kveder (Chapter 13) analyse preferences to reconcile family and professional life versus the actual arrangement. The reconciliation of work and family life under different institutional settings and partnership models is studied by Irena Kotowska and Anna Matysiak (Chapter 14). The role of orientations towards work and family life, in particular women’s involvement in the labour market, are the theme of analysis of Kalev Katus, Asta Poldma and Allan Puur (Chapter 15).

Part VI, as the final part of family matters, is devoted to the analysis of family policies as they relate to reproductive preferences. Anneli Miettinen, Ingrid Esveldt and Tineke Fokkema (Chapter 16) raise and analyse the question of whether financial or institutional measures are more strongly preferred. In a subsequent contribution, Ingrid Esveldt, Tineke Fokkema and Anneli Miettinen (Chapter 17) study the impact of family policies on fertility behaviour and focus on the childless and on one-child parents as the two groups most susceptible to family policies. Nada
Stropnik, Jože Sambt and Jiřina Kocourková (Chapter 18) analyse two selected family policy measures, namely parental leave and child allowances, in the interrelations of preferences and availability of these measures.

Volume II starts with a chapter on demographic trends, population-related policies and general attitudes. Osmo Kontula and Ismo Söderling (Chapter 1) study demographic change and family policy regimes, proposing a typology for the DIAlOG countries. Demographic trends and citizens’ knowledge of demographic trends and facts is analysed by Jürgen Dorbritz (Chapter 2). Ralf Mai, Robert Naderi and Peter Schimany (Chapter 3) provide a cross-national analysis of expectations placed on public welfare and their influence on attitudes towards the care for elderly.

Chapter 4 deals with a comparison of the current PPA survey results for those countries which had asked the same questions in the PPA survey taken at the beginning of the 1990s. Jürgen Dorbritz studies the question of whether attitudes on population and family policies have changed.

Part II is devoted to the Delphi Study. Rossella Palomba and Piero Dell’ Angelo (Chapter 5) present the method and the main results from the policy Delphi study which they organised. On the basis of the results, namely the expectations and propositions of the policy actors interviewed, they wonder whether Europe’s demography will be different in 2030. Alfred Bertschinger (Chapter 6) combines results from the Delphi study with pertinent contextual factors and PPAS results. Also Adele Menniti and Maura Misiti (Chapter 7) compare the views of Delphi experts and citizens’ views of the role of female employment.

Part III on gender roles in the context of the PPAS starts with an analysis of the gender dimension of the family by Dimiter Philipov (Chapter 8). The issue of gender and fertility is studied by Kerstin Ruckdeschel (Chapter 9) on the basis of attitudes towards gender roles and fertility behaviour.

Part IV focuses on demographic ageing, intergenerational solidarity and the elderly. Ronald Schoenmaeckers, Marc Callens, Lieve Vanderleyden and Lucie Vidovičová (Chapter 10) study attitudes towards demographic ageing and the elderly. The role of ageing-related policies versus citizens’ opinions and expectations concerning activation of both older workers and elderly people who have already retired is analysed by Janina Jozwiak, Irena Kotowska and Anita Abramowska (Chapter 11). Preferences and expectations as to age at retirement are studied by Lucie Vidovičová, Beatrice Manea and Ladislav Rabušic (Chapter 12).

In Chapter 13, Dragana Avramov and Robert Cliquet analyse the social policy of the European Union, as well as policy preferences voiced in the PPAS. They point to needs for social policy adaptations and reform in order to set the stage for population-friendly policies.

Chapter 14 wraps up the two volumes by providing policy implications and conclusions.

Each volume offers a list of references per volume. In Volume II the International Population Acceptance Study database (IPPAS), including the PPA Standard Questionnaire on CD ROM is given in annex.
Part I

Theoretical Background, Methods and Opportunities for Analyses of the International Population Policy Acceptance Study Database (IPPAS)
Chapter 2
From Population Policy Acceptance Surveys to the International Database

Dragana Avramov and Robert Cliquet

Abstract The Population Policy Acceptance Survey (PPAS) is designed as a research instrument and tool for informed policy deliberations. The national fieldwork was undertaken between 2000 and 2003 in 14 European countries: Belgium (Flanders), the Czech Republic, Germany, Estonia, Italy, Cyprus, Lithuania, Hungary, the Netherlands, Austria, Poland, Romania, Slovenia and Finland. The collated international database (IPPAS) is a large and rich statistical data file containing individual data items on more than 35,000 women and men. IPPAS encompasses information practices, attitudes and opinions of Europeans concerning demographic changes, fertility behaviour, intergenerational exchange of resources and services, and population-related policies. It contains information on values and attitudes affecting fertility decisions, the perception of advantages and disadvantages of having children, the significance of family and parenthood, aspirations in life, opinions and attitudes towards population policy issues and measures, the role of government in providing support to families and preferences and aspirations regarding gender roles, paid labour and family life, and care in old age.

In this chapter we first discuss the planning of the survey, themes addressed, questionnaire and sample design and data processing. Then we highlight opportunities that IPPAS provides for the analysis. Finally we address the lessons learnt regarding international database construction.

Keywords: Population policy survey · Methods · Sample · Questionnaire · Codebook · Database · Survey analysis

2.1 Introduction

The Population Policy Acceptance Survey (PPAS) is designed as a research instrument and tool for informed policy deliberations. The national fieldwork was undertaken between 2000 and 2003 in 14 European countries: Belgium (Flanders),
the Czech Republic, Germany, Estonia, Italy, Cyprus, Lithuania, Hungary, the Netherlands, Austria, Poland, Romania, Slovenia and Finland. The collated international database (IPPAS) is a large and rich statistical data file containing individual data items on more than 35,000 women and men. Questions addressed cover a broad array of attitudes, preferences and expectations of citizens towards family and public policies (DIALOG 2002; Höhn et al. 2006).

2.2 Planning of the Survey

Welfare states and more specifically social protection systems in Europe are undergoing far-reaching reforms. They entail the redrawing of boundaries between state, markets, family, civil society and individual citizens. Two societal processes – family building and ageing – are both major domains of public policy and key areas of population studies. Knowledge of the interaction between changes in population and family structures and processes and welfare reforms is an important tool for the management of societal change.

General features of population development at the turn of the 21st century, which are associated with declining fertility and increasing longevity, and the resulting population ageing, have been extensively documented by the research community. Today, the policy actors generally acknowledge that the outcomes of population change that occurs in the domain of partnership, fertility, mortality and ageing have profound implications for social protection, welfare policies and the well-being of citizens. Whereas it is generally accepted both in research and in policy circles that public policies should and can impact on demography in areas of morbidity and mortality, and migration levels and trends, there is less consensus about the power of family-oriented policies (Avramov 2002; Avramov and Cliquet 2003, 2005).

The needs for family-related policies are today argued mostly in terms of a prevailing mismatch between the desires of individuals and obstacles to the realization of expectations that are presented in the course of their life. Namely, the wish for children remains persistently higher than realised fertility in many European countries. The need for population policy adaptation is argued in terms of the economy and the long-term sustainability of pension systems. In spite of the increase in life expectancy and disability-free years for the younger, we still observe in many countries a persistently high incidence of early retirement (Avramov and Maskova 2003).

It is generally known that the combined effects of increasing longevity, gender-related differences in life expectancy, low fertility, the increasing proportions of divorced people and the increasing wish or custom among the aged to remain in their own household, result in increasing numbers and proportions of single elderly people, and more particularly of single elderly women. The need for public support and care is generally recognized. However, the balance between public and private solidarity remains a twilight zone. Knowledge about practices and expectations
regarding family support, both between co-residing and non co-residing kin, has largely remained fragmented and limited to specific support functions.

Overall citizens’ attitudes regarding the existing framework conditions that impact their family life and working conditions, policy measures and expectation towards public policies have remained under-researched. In a time of intense policy debates about needs for reform of social protection and adaptation of welfare transfer payments at the turn of the 21st century, there was little, if any, scientifically sound information available about the viewpoints of individual citizens.

National Population Policy Acceptance Surveys (PPAS) were developed to address directly the practices and preferences with respect to private strategies and public policies that underpin family formation, partner relations and care provisions for children and the elderly. The database was to form a solid foundation to establish a virtual dialogue between citizens and policy actors in the policy formation process. Its architecture was developed to contribute to policy formulation and the development of measures that are acceptable and desired by the population and feasible under the current socio-economic framework conditions.

The underpinning rationale for the PPAS is that in democracies public policies can achieve socially desired aims if they are acceptable and taken up by a broad population base. Whereas population-related policies need to be acceptable, in order to be effective and efficient they also need to contribute to realigning of expectations of citizens in view of the expected demographic future.

Population Policy Acceptance Study (DIALOG) is a multi-method research project. The large population survey as its principal instrument was planned to enable integrating the viewpoints of individual citizens in public policy formulation. The rationale is to involve European citizens more actively in identifying options for the management of demographic change. The database facilitates an evaluation of how well existing public policies that address family building, partner relations and care of children and elderly people are accepted by individual citizens, and which societal aims they actually achieve.

The data collated in IPPAS encompass information on practices, attitudes and opinions concerning demographic changes, fertility behaviour, intergenerational exchange of resources and services, and population-related policies. They contain information on the values and attitudes affecting fertility decisions, perception of the advantages and disadvantages of having children, the significance of family and parenthood, aspirations in life, opinions and attitudes towards population policy issues and measures, the role of government in providing support to families and preferences and aspirations regarding gender roles, paid labour and family life, and care in old age.

2.3 The Themes Addressed in PPAS

The main domains covered by the survey can be grouped into six broad themes: (1) general population trends and population-related policies; (2) family forms
and gender relations; (3) fertility, children and parenthood; (4) work and family life; (5) ageing and intergenerational relations; and (6) needs for changing population- and family-related policies.

### 2.3.1 General Population Trends and Population-related Policies

PPAS recorded information on the knowledge of current population trends in as far as they are perceived either as a threat for social cohesion or experienced as an opportunity for change. It further measured attitudes among citizens towards population trends, and population- and welfare-related policies.

The general part of the Population Policy Acceptance Survey deals in particular with attitudes and preferences concerning the government’s role in major social challenges, namely care for the elderly, child care, health care, housing, labour force participation, female emancipation and the reconciliation of work and family life. The prospective dimension addresses attitudes and preferences towards current and future demographic developments: population size, population dejuvenation and greying.

### 2.3.2 Family Forms and Gender Relations

The objective to address the theme “family” within the conflicting area of “private” and “public/economy” is intended to contrast the life parameters of the individual with the general tendency for the transformation of lifestyles. Data are collated on the practices, attitudes and expectations of individual citizens as they relate to family relations, children, parenthood and intergenerational solidarity.

Particular attention is given to gender relations within the family. The main issues dealt with are: general attitudes and preferences concerning gender roles in partnership, parenthood and occupation; attitudes, experiences, preferences and evaluation in specific domains such as employment, housework, child care, financial management, and decision making in the household; and opinions about government policies with respect to gender-related rights.

### 2.3.3 Fertility, Children, Parenthood

IPPAS includes information on the attitudes, practices and expectations with respect to a number of issues that belong to the broad domain of reproductive behaviour. They cover among others:

- attitudes, experiences and preferences about having children and family size;
- attitudes, experiences and preferences about the significance of parenthood and parenting;